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INTRODUCTION

Project Description



South Collinwood in Cleveland, Ohio

The Urban Design Center (UDC) was retained by the Collinwood & Nottingham Villages Community Development Corporation (CNVDC) to assess the opportunities and constraints for economic development in the St. Clair corridor.

St. Clair Avenue is a historically prosperous commercial corridor linking Nottingham Village with Collinwood Village and Five Points, and continuing into downtown Cleveland. In the early 1970's, 30,000 people were employed by major industries in Collinwood. During the late 1970's and the early 1980's 20,000 jobs were lost as industrial sites were abandoned. The loss of major local industries and competition from new strip centers and suburban shopping malls contributed to the decline of retail viability on St. Clair. Today the corridor suffers from disinvestment and decaying visual quality.



St. Clair Avenue

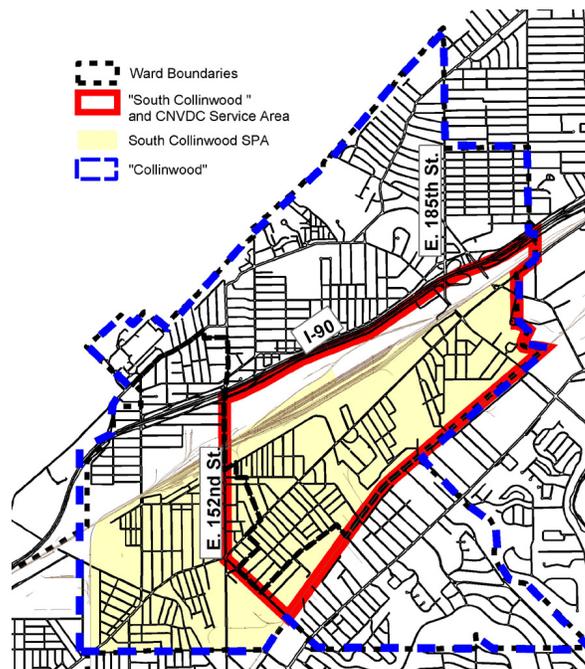
Study Area

The study focuses on the CNVDC service area, an area of approximately two square miles referred to as “South Collinwood”. It is bounded by E. 152nd Street to the east, E. 185th Street to the west, I-90 to the north, and the Norfolk and Western railroad tracks to the south. This area is smaller than the City of Cleveland’s statistical planning area (SPA) called South Collinwood, which extends west to E. 131st Street into the Euclid-St. Clair CDC service area. In this report the city’s statistical planning area is referred to as the South Collinwood SPA.

The name, “Collinwood,” refers to a larger area which extends north to Lake Erie, east to the Euclid border, south to East Cleveland and Cleveland Heights, and west to E. 131st Street. “North Collinwood” refers to the area north of I-90 between E. 131st Street and E. 185th Street. The UDC included all of Collinwood as well as the City of Euclid in its evaluation of the region.

Process

The UDC began the investigation with a comprehensive survey of commercial and industrial uses in the study area. Field-checked uses were matched with Cuyahoga County parcel information and keyed to a land use map. An analysis of the urban design characteristics of St. Clair Avenue itself was conducted. Land use patterns and investments in a larger study area were identified in order to gain an understanding of regional influences on the St. Clair corridor. Community input was solicited through personal interviews and group meetings. A steering committee was convened by CNVDC to direct the study and generate feedback on initial concepts.



Collinwood Boundaries

LOCAL ASSETS

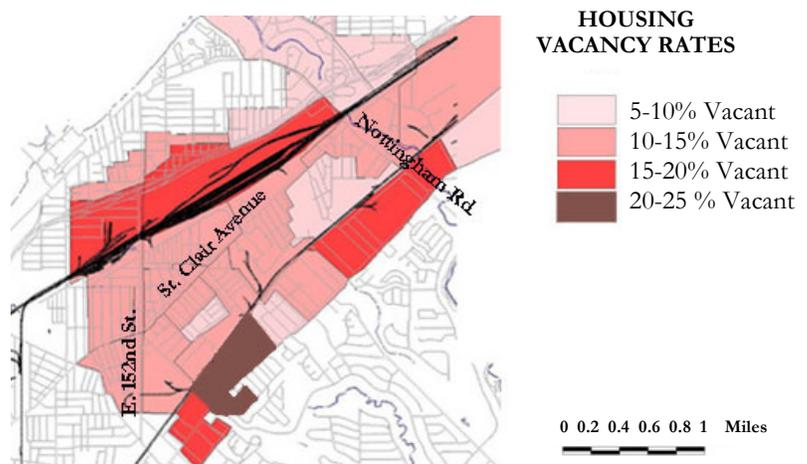
Institutions

South Collinwood is well served by community facilities. Within a quarter mile of the Five Points intersection are a public library, police station, fire station, post office, high school, and community health center. Churches with deep community roots – St. Mary’s and Holy Redeemer – anchor Collinwood’s historically Italian and Slovenian neighborhoods. These churches keep former residents connected to their old neighborhood. Nottingham Presbyterian Church also has a long history and commitment to the area.

Historic Neighborhoods

The neighborhoods on either side of the deteriorating St. Clair corridor remain strong. The historic housing stock is in relatively good condition and there are few vacant lots. The overall vacancy rate of housing units in South Collinwood in 2000 was 12%, approximately the same as the city as a whole.

Pre-WWII single family and “Cleveland double” housing types predominate, coexisting with industrial uses. Houses in Collinwood Village south of St. Clair date almost exclusively from 1910 to 1930. North of St. Clair, more of the houses were built before 1910. Nottingham Village has a mix of houses dating from pre-1910 to the 1950s. Very few of South Collinwood’s homes were built after the 1950s. Almost all of the neighborhood areas, therefore, are potentially eligible for local or National Register historic designation.



Moderate Density



Brick Street in Nottingham Village

Population Growth and Diversity

Schools

Workforce

Organization

The overall housing density in South Collinwood, including large tracts of industrial property, is 3.7 units per acre. Within the residential pockets, densities are closer to 5-6 units per acre. Moderately high housing densities like Collinwood's are common to older city neighborhoods and are advantageous in several ways. Higher densities are attractive to retail development because they result in greater buying power (collective disposable income) in the area. According to GreatLakesCB's 2002 Retail Analysis of St. Clair Avenue, South Collinwood's buying power per acre is greater than that of Richmond Heights or Solon, even though its average income is much lower¹. The moderate densities of traditional neighborhoods allow transit and other city services to operate more efficiently. They also tend to foster a stronger sense of community.

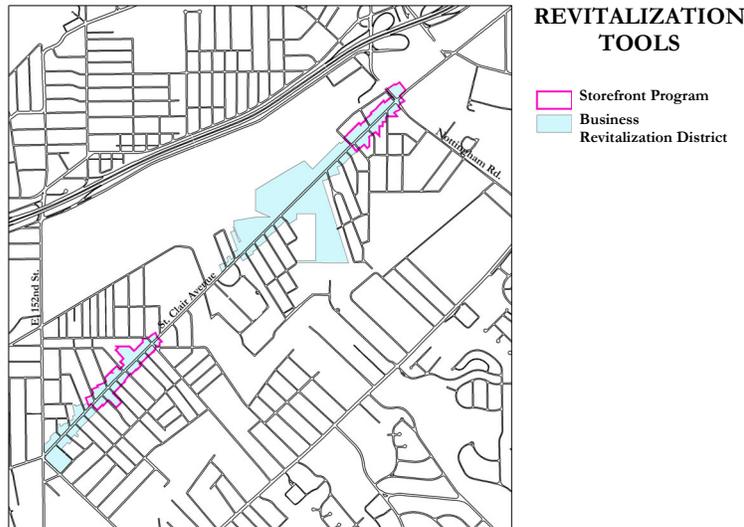
From 1990 to 2000, South Collinwood's population grew 16% while the city as a whole shrank by 5.4%. This is a significant reversal of population loss from the previous decade when the South Collinwood SPA's population declined 18%. In the 1990s the white population in South Collinwood declined by 56%, but the African-American population grew by 1120% from just over 400 to just under 5000 people. Collinwood's diversity is one of its strengths. The increase in the black population opens new opportunities for retail which targets African-American tastes and preferences.

As a result of the growth of population in Ward 11, which includes both North Collinwood and South Collinwood, schools are being added, expanded, and rebuilt in the area. Margaret Spellacy Junior High will be closed and Hannah Gibbons Elementary will be enlarged to accommodate 7th and 8th grades. The continued commitment of the Cleveland School Board to maintaining a local public elementary school in South Collinwood will be an attraction for families. Local Catholic schools, supported by Cleveland's voucher program, are another option for families.

Collinwood has a relatively large skilled and unskilled labor pool. In 1990, unemployment was 12 % in Collinwood, compared with 5.3% in the metropolitan area². Many employees can potentially walk to work in South Collinwood. This gives Collinwood an industrial recruitment advantage over the suburbs where industries often have trouble finding employees. The available workforce in Collinwood is used to promote the area to business and industry.

Cleveland has a strong network of neighborhood Community Development Corporations (CDCs). The Collinwood Nottingham Villages CDC works to protect and improve the quality of life for the South Collinwood community. Northeast Shores CDC administers a business revitalization district (BRD) and a storefront program on portions of St. Clair. In the BRD, a design review board approves new development and major changes to properties in accordance with a set of design guidelines. The Cleveland Storefront Program

gives matching grants for improvements to storefront properties. The Nottingham Civic Club is a private organization that provides regular dialogue between Nottingham Village residents and city representatives at monthly meetings.



Abandoned Building, St. Clair Avenue

The Eastside Industrial Retention Initiative (EIRE.net) and the Cleveland Industrial Retention Initiative (CIRI) work to help retain, expand, and attract industrial and manufacturing firms to the Collinwood area. EIRE.net is a membership-driven organization for businesses and property owners in Wards 10 and 11. CIRI is an economic development program serving Cleveland east of Martin Luther King Blvd.



Supercast, London Road

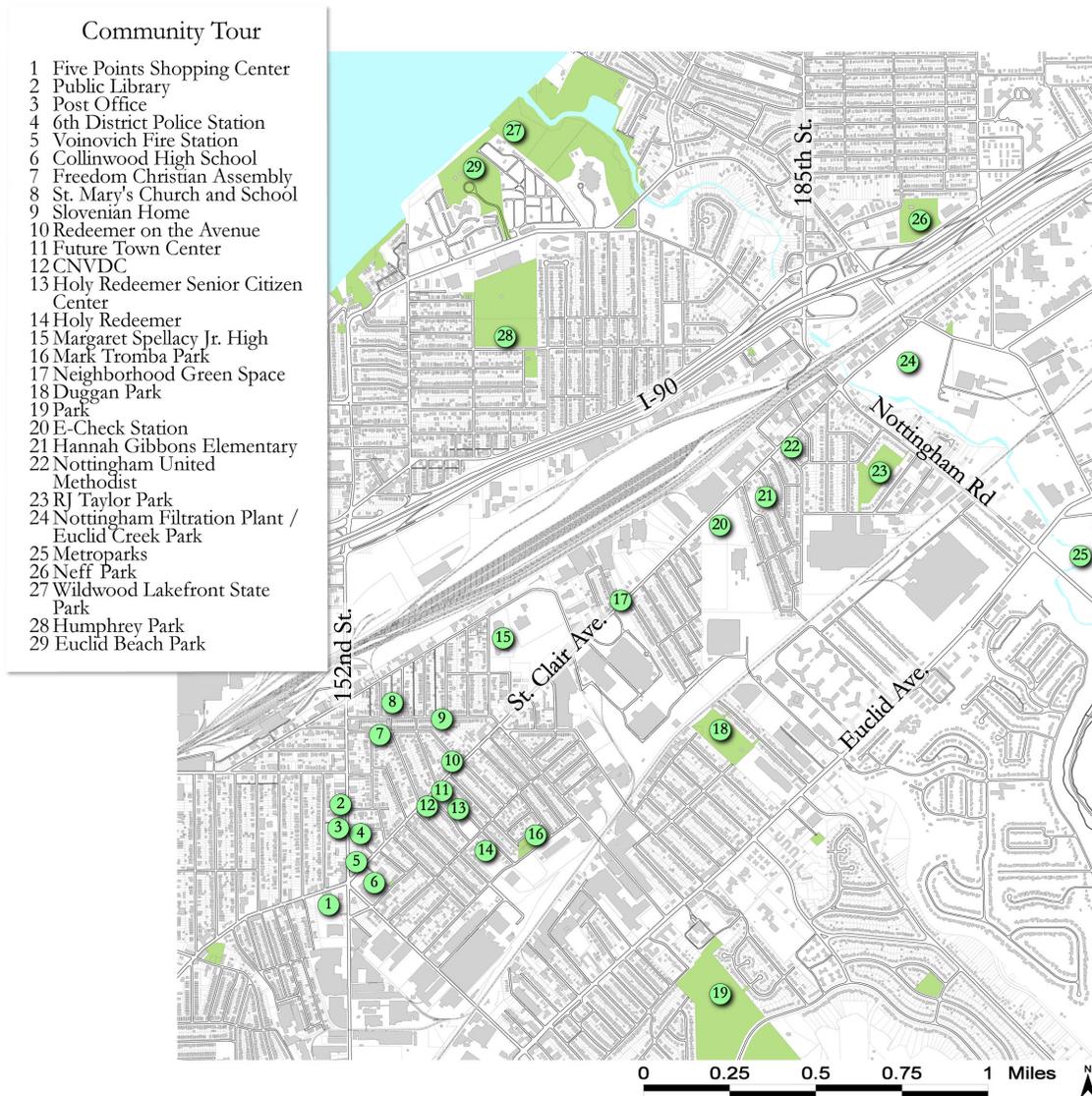
A 1996 Urban Land Institute (ULI) Advisory Services Panel studied the Collinwood area and identified priority areas and strategies for industrial redevelopment. To coordinate efforts to implement the recommendations of the ULI study, EIRE.net, CIRI, the Greater Cleveland Growth Association and the Second Growth Institute joined together to draft the Collinwood Asset Plan. A steering committee was formed and several focus group sessions were held to generate community input on the plan. The plan identified recent and planned industrial investments, potential sources of funding and marketing strategies.

The Second Growth Institute is a non-profit organization which was formed in 1997 as a response to the Cleveland Catholic Diocese “Church in the City” initiative. Second Growth’s mission is to facilitate the redevelopment of abandoned and underused urban industrial sites. Second Growth has worked to implement some of the ULI panel’s recommendations. It first tackled the Eaton Axle facility on E. 140th Street, coordinating the remediation, renovation,

and marketing of the site. It was successful in attracting new tenants, creating over 200 jobs, and transforming the site into a commercially viable industrial complex. Second Growth is currently working to redevelop about 40 acres of industrial property south of Five Points on Ivanhoe Road and E. 152nd Street.

Positive Attitude

The business representatives and citizens we interviewed regard living and/or doing business in Collinwood as a positive experience and are committed to helping the area continue to revitalize. Our interviewees were open to new ideas and willing to work with others for the good of the community. Residents and business leaders alike expressed loyalty to the Collinwood neighborhood and hope for its future. The positive attitude of the community is an indicator which is hard to quantify but will certainly feed the success of South Collinwood's revitalization.



REGIONAL ASSETS

Collinwood has three important regional assets: access to natural resources, industrial heritage, and access to transportation.

Lake Erie

Lake Erie is one of Cleveland's most underutilized assets. The City of Cleveland is in the midst of the planning process for its Lakefront Plan, which will identify ways to connect the lake more closely to Cleveland's neighborhoods. Wildwood and Euclid Beach State Parks provide public access to Lake Erie. Many residents of North Collinwood belong to private clubs which have their own beaches and picnic areas on the lake. The lake could support future high-end housing in North Collinwood.

Metroparks

Euclid Creek Reservation, part of the Cleveland Metroparks system, begins at the corner of Euclid Road and Highland Road, and runs south along Euclid Creek. Picnic areas, wooded hillsides, rare rock chestnut oaks and the ghost town of Bluestone can be found within the reservation. The Cuyahoga County Greenprint Plan calls for a county-wide network of protected green space. The plan shows Euclid Creek Reservation connecting east to the Chagrin River Reservation, south to Beachwood and north along Euclid Creek to Lake Erie. As Euclid Creek makes its way toward the lake, it passes close by Nottingham Village just east of Nottingham Road.

The economic spinoff from recreation areas such as Metroparks should not be underestimated. Access to parks raises home values and attracts visitors into the area who then spend money locally. A well-known example is the restaurant chain Winking Lizard which got its start at an entrance to the Canal Corridor.

Historical Industrial Setting

The rich industrial history of the Collinwood area begins before the railroad. In the canal era of the mid-1800s, small industries and settlements located along local creeks. Railroads became the industrial focus in the late 1800s and continued to drive the area's growth through the first half of the twentieth century. The name Collinwood today refers to a large area, but in the nineteenth century Collinwood and Nottingham were separate villages. Nottingham still retains a separate identity in the minds of local residents.

Collinwood rose to become a major center for heavy manufacturing. An enormous amount of investment was made in the Collinwood community in the years leading up to WW II, creating 30,000 jobs. In 1940 about 28,000 people lived in South Collinwood SPA, twice

the 2000 population. Collinwood at that time was one of the most intensely developed industrial areas in the world. Ethnic groups settling in South Collinwood included Italians, clustered south of St. Clair, and Slovenians, who congregated north of St. Clair.

Nottingham Village

By the mid-1800's, tanneries and mills were utilizing Euclid Creek. Euclid Village, located near the intersection of Euclid and Chardon Roads, was the center of settlement in the Nottingham area at that time. In 1852 the first railroad linked Cleveland to Buffalo with the Euclid Railroad Depot built where Nottingham Village is today. In 1865 Lake Shore-Michigan Southern bought the railroad and renamed the depot after railroad supervisor Henry Nottingham. Nottingham Village grew around the railroad depot and the village was first incorporated in 1873. It was annexed by Cleveland in 1912³.

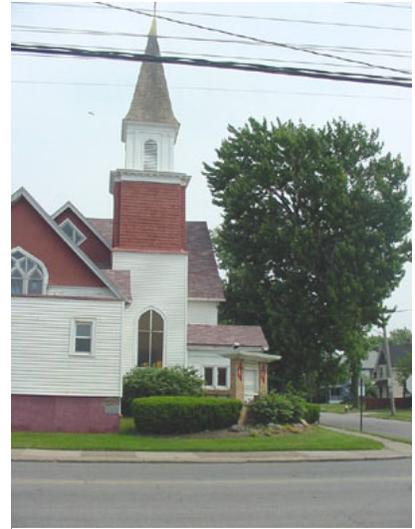
Collinwood Village

Nine Mile Creek Village was established in 1812 where Nine Mile Creek crossed Euclid Avenue. In 1850 it was renamed Collamer after the Postmaster General, later becoming part of East Cleveland. Collinwood began about a mile north of Collamer when the railroad went through. From 1870 to 1879 the area was the largest grape shipping point in the United States. In 1874 the Lake Shore-Michigan Railroad established a roundhouse at Collamer Road, which is 152nd Street today. As Collinwood Village grew it extended north-south along 152nd Street. Collinwood Yards expanded in the late 1800s, and Collinwood Village began to grow faster than Nottingham. The Nickel Plate Railroad went through the area around 1880. It constitutes the southern border of South Collinwood and is operated today by Norfolk and Southern. A notable date in Collinwood's history is 1908, when 174 students died in the disastrous Collinwood School Fire. Collinwood was annexed by Cleveland in 1910. It was around this time that Five Points, at the intersection of 152nd Street, St. Clair Avenue, and Ivanhoe Road, became an important commercial hub for the community⁴.

Twentieth Century Industrial Investment

Much of the twentieth century industrial development in the greater Collinwood area is of historical interest.

- **Nela Park:** Just southwest of South Collinwood on Noble Road is Nela Park, which was built on an abandoned vineyard in the countryside in 1911 and claims distinction as the first planned industrial research park in the world. The complex became the world headquarters of General Electric Lighting and is home to the Lighting Institute, employing 5,700 people in 1995. In August 2002 General Electric announced that G.E. Lighting will be combined with its G.E. Appliances unit to create a single entity based in Louisville, Kentucky.



Nottingham Methodist Church

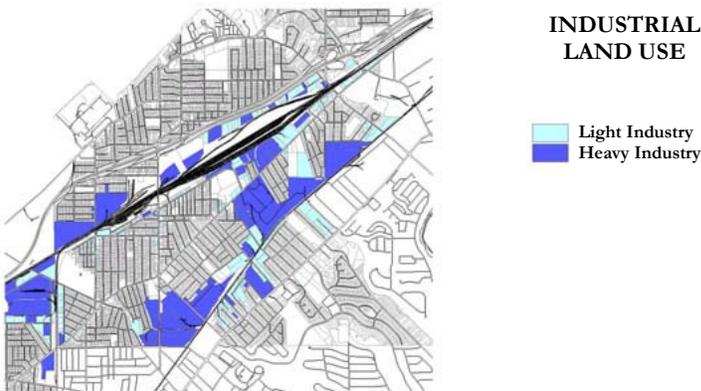
- **The Fisher Body Company:** Fisher Body was one of the early large manufacturers in the area. In 1924 it employed 7000 people at its automobile plant on E. 140th Street and Coit Road. Fisher Body became a division of General Motors in 1927. During World War II the plant employed 14,000 people to make tank and airplane parts. The site is now known as Watertower Park.
- **Clevite Graphite Bronze:** Clevite Graphite Bronze built a large aircraft bearing plant at 17000 St. Clair Avenue during World War II, which was the scene of several labor strikes and a temporary seizure of the plant by the army⁵. Clevite merged with Gould in 1969. The site is mostly vacant today and is marketed as the Nottingham Business Campus.

Despite the loss of major corporate manufacturers in recent years, the industrial base in Collinwood remains strong. There are 140 different industrial businesses in South Collinwood alone. The types of industries represented include small industrial shops, light and medium manufacturing assembly facilities and salvage and resource recovery operations. Brush Engineered Materials' international headquarters is located on St. Clair Avenue. Cleveland Range has expanded and invested \$3 million in its property on St. Clair in the last 5 years. Other manufacturers with facilities on St. Clair include Mid-West Forge, Weldon Tackle, Alumiform, Beck Manufacturing, Brushes, Inc., and World Resources. The Cleveland Commerce Center I LLC bought the former Northrup Grumman plant, located between St. Clair and Euclid Avenues, in September 2002 and is converting it to multi-tenant use.

Existing Industrial Investment



Cleveland Range



Euclid Chemical is headquartered on Redwood Road, at the Nottingham end of South Collinwood. Wayside Road is the home of several industries, including Ferro Corporation, which makes polymer additives. Another industrial street is South Waterloo Road, which parallels I-90, and houses Morrison Products and Jergens, Inc, as well as a number of other industries. Jergens made a decision to stay in Collinwood and built a new facility on part of the for-

Available Industrial Land

mer Collinwood Yards brownfield site in 1999. Conrail bought back another part of the site and developed an intermodal transfer facility, now operated by CSX. General Electric maintains a presence on E. 152nd Street.

The exodus of large manufacturing facilities has left Collinwood with a great deal of vacant land zoned for industrial use. Many communities find it difficult to set aside and rezone land for industrial purposes due to citizen opposition. Collinwood has an advantage because it does not need to rezone land for new industries. Many residents of Collinwood are used to and appreciate the advantages of life in close proximity to industrial uses.

Vacant Industrial Buildings



Historic Industrial Building, Ivanhoe Road

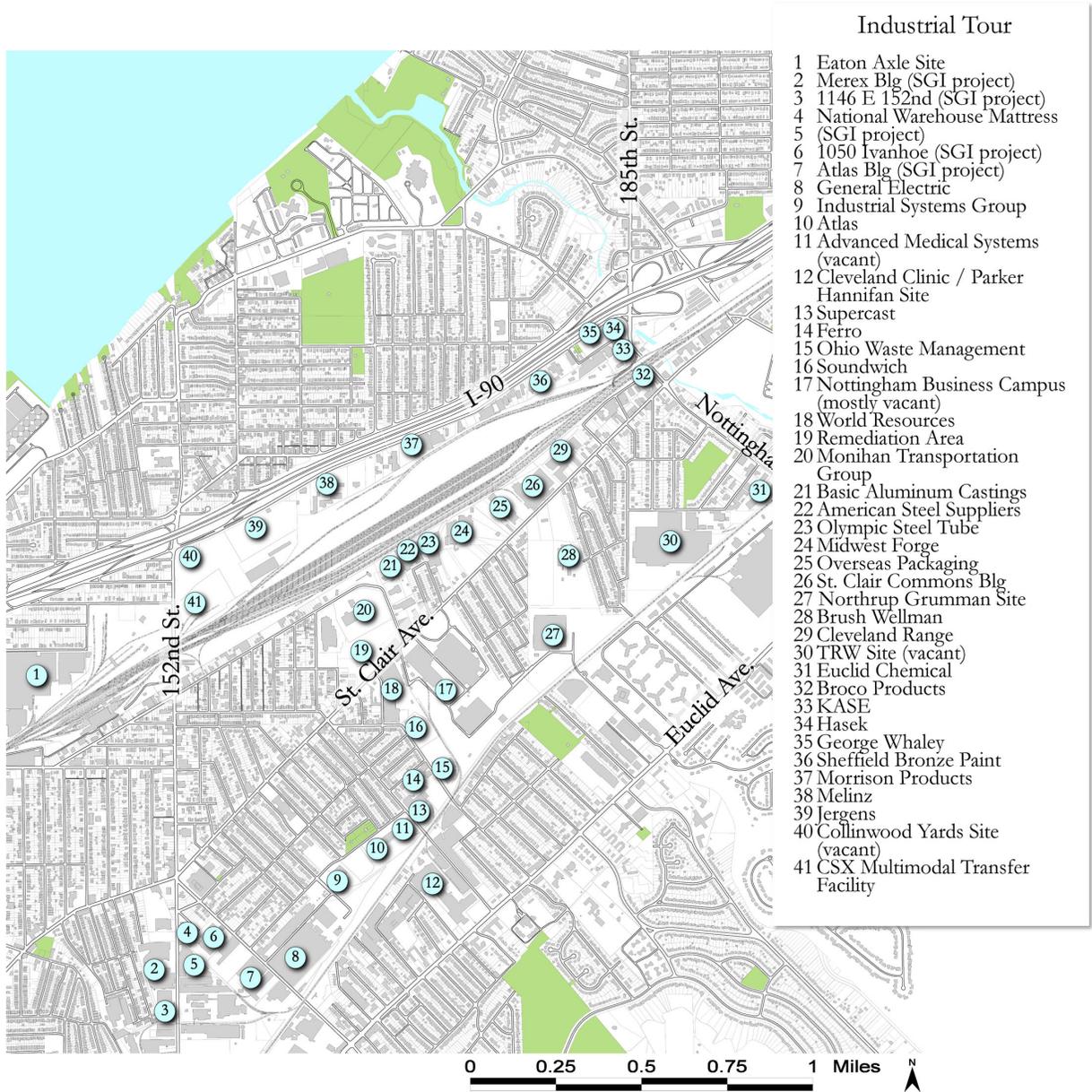
The potential for reusing existing industrial buildings is also an advantage. An example of new industries going into old industrial space is the Heritage Business Park in Euclid, at a former TRW site. Several once-vacant industrial buildings in Collinwood are already partially reused by one or more businesses. The 1996 ULI study classified demand for industrial space in Collinwood into new space (cleared, remediated, subdivided land with modern utilities), renovated space in existing buildings, existing non-renovated buildings, and enterprise centers. Existing non-renovated, substandard building space is useful to small and medium start-up companies. Collinwood has an oversupply of this type of industrial space. The ULI study noted that Collinwood has very little in the way of renovated industrial buildings. It estimated that if some existing buildings were renovated, Collinwood could capture 20 percent of the industrial market demand for this type of space in Cleveland, amounting to 280,000 square feet annually⁶.

Highway Access

Easy access to I-90, a national east-west highway connection, is a strong asset for Collinwood. It is a key selling point for industries that rely on trucking for distribution. The high traffic counts around interstate exits attract commercial development. South Collinwood's main highway access points are at E. 152nd Street on the west end and E. 185th Street on the east end. Traffic from Cleveland Heights heads up E. 152nd Street to get to I-90, contributing to traffic counts there. Easy access to the highway is also beneficial to residential development. A trip to downtown Cleveland from most of Collinwood takes less than 15 minutes.

Rail Access

While rail access is not as important as it once was, it remains an important asset for Collinwood. The area has ample industrial sites with access to main line railroads. CSX operates the tracks running through the north edge of South Collinwood, and Norfolk and Western owns the railroad on the southern boundary. CSX operates a rail-truck intermodal facility on the former Collinwood Yards site. Proximity to railroad lines presents the opportunity to run passenger service on existing freight track or rights-of-way. The CSX right-of-way has been studied as a possible commuter rail route from Con-



neaut to Cleveland. The Norfolk Western right-of-way could conceivably be used for an extension of Cleveland’s Rapid Transit Red Line, which currently terminates at Euclid Ave and Windemere, about 1.5 miles southwest of South Collinwood.

Collinwood stands to benefit from a growing national trend of people moving back into inner cities. The Baby Boomers are becoming empty nesters and will be the fastest growing segment of the home-buying market until 2010⁷. This demographic is increasingly attracted to city living. At the same time, livability issues like increasing traffic and suburban sprawl are raising awareness in the general population about the advantages of traditional, walkable communities.

National Return-to-the-City Trends



Collinwood Assets

CHALLENGES

Loss of Industries



Industrial Building, Ivanhoe Road

The recession of the early 1980's, corporate restructuring and the impact of the freeway system dealt a triple blow to Collinwood's industrial heritage. Major industrial employers still in the greater Collinwood area in the early 1970's included Westinghouse, Gould, Conrail, TRW, GM Fisher Body, and Parker Hannifan – all of which are gone today⁸. Gould, Inc. sold its plant on 17000 St. Clair in 1981 to the Reading Company which closed it in 1985. The plant was reopened briefly by JPI Transportation but shut down again in 1987. The Westinghouse site, near the Gould site, was home to Northrup Grumman until Northrup idled its site in 1998. General Motors closed its Fisher Body Plant on E. 140th Street and Coit Road in 1983 after 62 years of operation, laying off 1,700 workers. General Motors was not the only manufacturer to leave the area after half a century. Bailey Meter operated on Ivanhoe Road from 1927 to 1976. Eaton Corp operated a plant on E. 140th Street from 1923 until 1983⁹. TRW, originally the Cleveland Cap and Screw Company, was the latest industrial casualty in South Collinwood, closing in 2001.

Brownfields



Stainless Specialties Building, Ivanhoe Road

Many of the vacant properties in South Collinwood can be classified as brownfields. Brownfields are “abandoned, idle, or under-used industrial and commercial facilities whose expansion and/or redevelopment is complicated by environmental contamination, either real or perceived.”¹⁰ The environmental assessments that are required in order to redevelop brownfields and the potential liability involved are deterrents to developers.

Ohio's Voluntary Action Program (VAP) is designed to make it easier to redevelop brownfields by removing direct Ohio EPA oversight and setting standards for the assessment process. An Urban Setting Designation waives the requirement for groundwater remediation. A Covenant Not to Sue from the State of Ohio reduces the risks of environmental liability. The Collinwood Yards cleanup and Jergens, Inc.'s purchase of part of the site for its new facility provides a case study of how contaminated sites can be redeveloped with the help of new environmental laws¹¹.

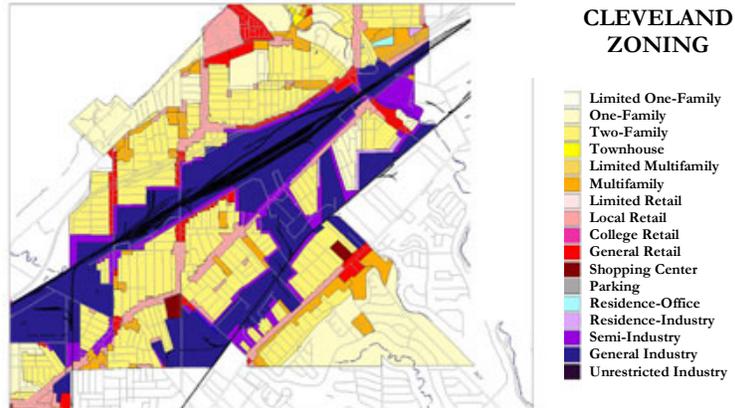
Decreased Retail Demand

GreatLakesCB's analysis of retail feasibility in the St. Clair corridor concluded that while there is 87,000 square feet of vacant retail space in the primary market area, there is a current market demand for only 32,000 square feet of additional retail¹². The advent of



Residences in Storefront, St. Clair Avenue

large-volume discount retailers has drained retail market share away from traditional main streets. The market no longer supports the long stretches of mom-and-pop commercial storefronts that once characterized commercial development in Cleveland. Northeast Ohio as a whole is over-saturated with retail and land zoned for retail uses¹³.



Visual Blight

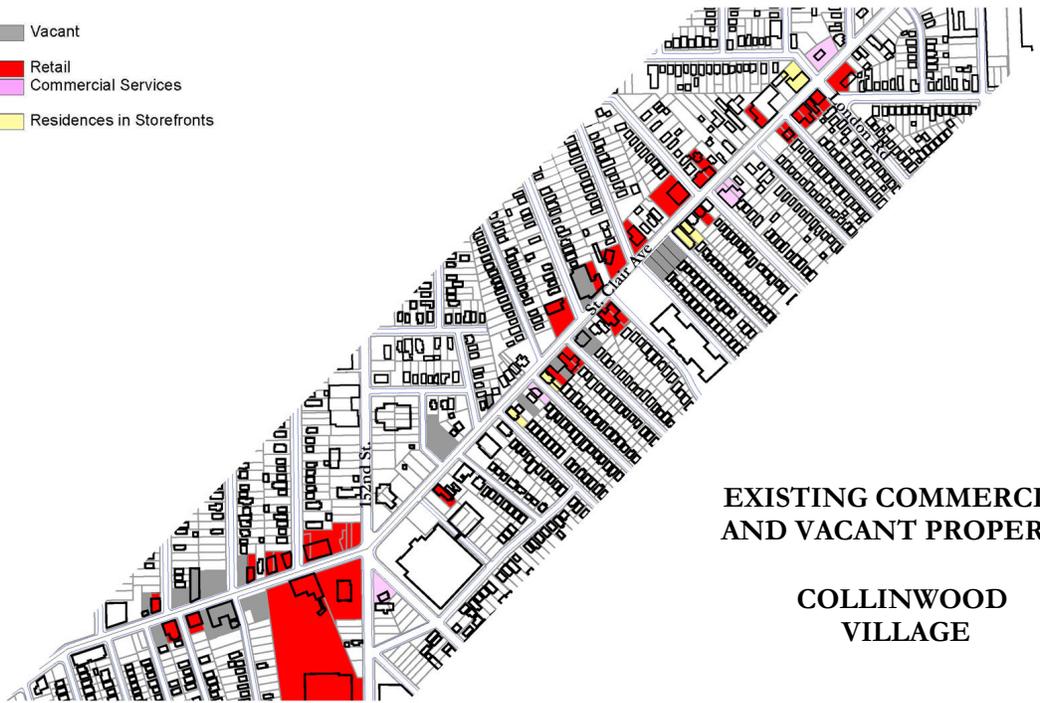
The perceived atmosphere of blight and decline on South Collinwood's main thoroughfares - St. Clair Avenue, E. 152nd Street, and Ivanhoe Road - is the combined effect of several factors.



St. Clair Avenue Looking East, Nottingham Village

- **Vacant buildings:** Abandoned buildings have a substantial visual impact. A few boarded-up commercial buildings with noticeable deterioration give sections of E. 152nd Street and St. Clair Avenue a deserted look. The industrial triangle between Ivanhoe Road and E. 152nd Street in particular contains a concentration of underutilized and deteriorating industrial buildings.
- **Unsightly commercial uses:** Many of the active commercial uses on St. Clair Avenue are unsightly by nature. There are a number of used car lots and junkyards.
- **Unsightly industrial uses:** Some (but not all) active industrial properties present blank walls, broken windows, or overgrown landscaping to the street.
- **Scattered pedestrian-friendly buildings:** Auto-oriented buildings are haphazardly interspersed with pedestrian-oriented buildings. Because pedestrian-friendly buildings are not concentrated, they fail to form a cohesive, walkable district.
- **Walled-up storefronts:** Many of the commercial storefronts which are in use have been walled up, their big glass windows replaced with tiny ones. Some storefronts have been walled-up due to concerns about vandalism. A large number of storefronts have been walled-up so they can be converted to apartments. When storefront-to-apartment

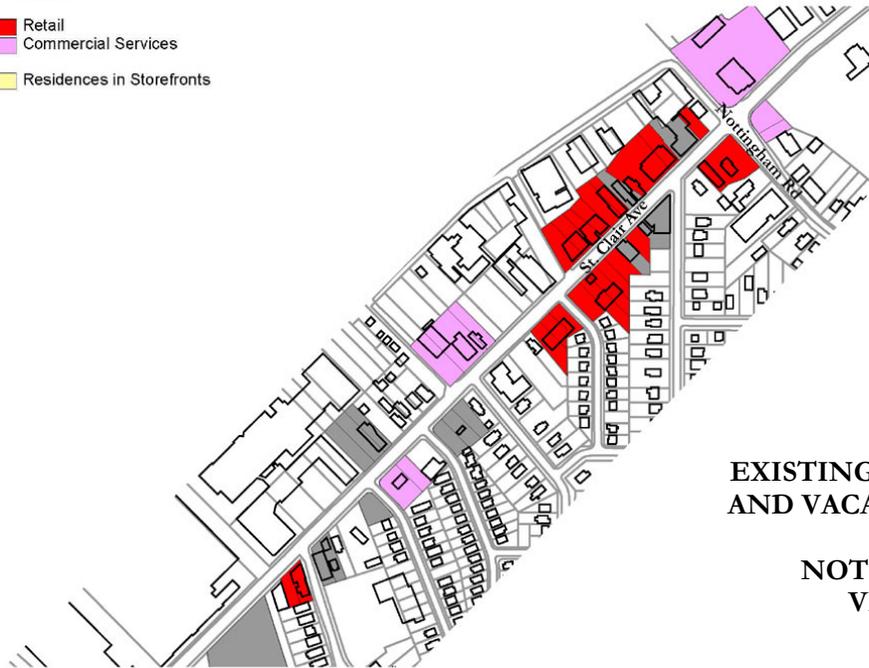
- Vacant
- Retail
- Commercial Services
- Residences in Storefronts



**EXISTING COMMERCIAL
AND VACANT PROPERTY**

**COLLINWOOD
VILLAGE**

- Vacant
- Retail
- Commercial Services
- Residences in Storefronts



**EXISTING COMMERCIAL
AND VACANT PROPERTY**

**NOTTINGHAM
VILLAGE**



Eastway Motors, St. Clair Avenue

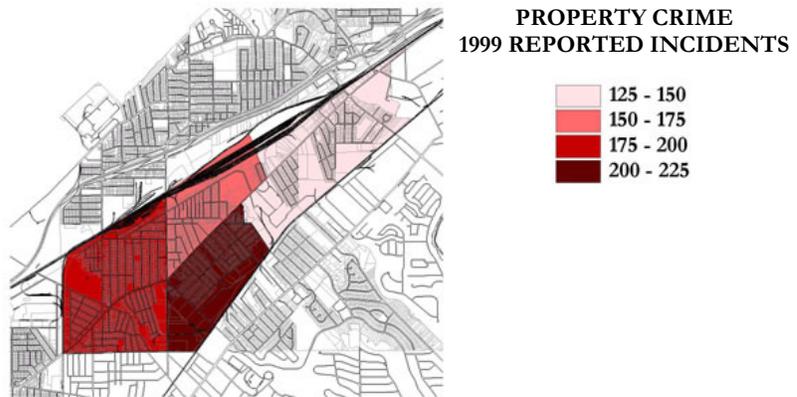


Residences in Walled-Up Storefronts, St. Clair Avenue

conversion is done well it can result in an attractive façade. Unfortunately, many storefronts on St. Clair Avenue have been converted to apartments illegally and without concern for aesthetics.

- **Deteriorating infrastructure:** A proliferation of utility poles and deteriorating curbs and sidewalks contribute to the general impression of blight.

The result of the visual blight is a perception that the entire area is not safe. St. Clair Avenue, 152nd Street, and Ivanhoe Road are heavily traveled routes through Collinwood. These commercial corridors create a visitor's impression of South Collinwood. The average person passing through the area does not enter the relatively more attractive neighborhoods, forming an opinion based solely on the main streets. The impact of visual blight may also extend beyond negative impressions. Areas that appear neglected can attract criminal activity by giving the impression that they are abandoned and unmonitored.

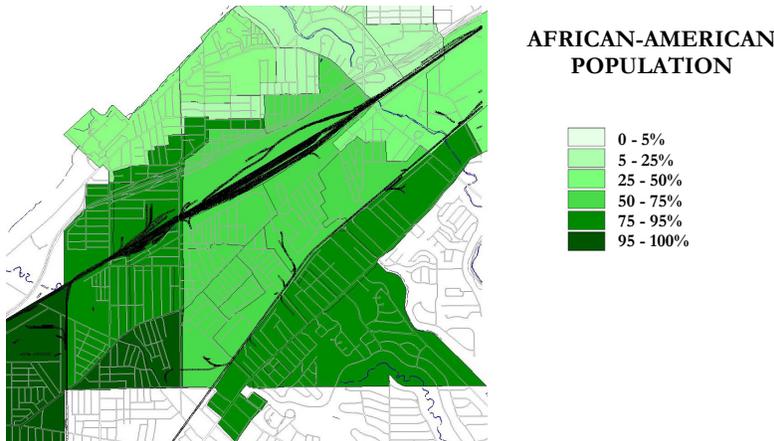


History of Social Change and Racial Tensions

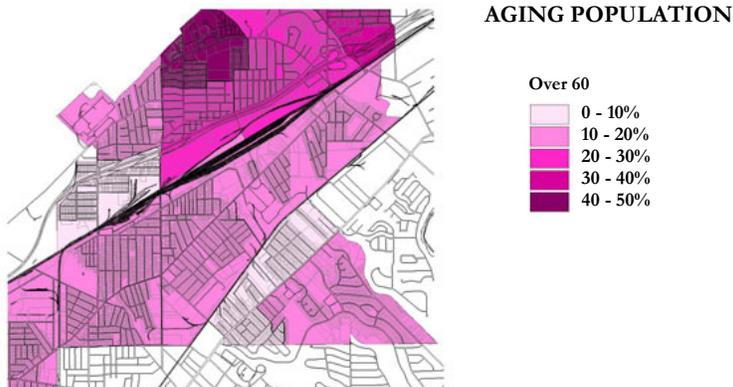
The social changes that were common to cities across the United States after World War II are evident in Collinwood. According to the Encyclopedia of Cleveland History, social problems in Collinwood began in the 1950s, when crime rates began to rise. In the 1950s I-90 split Collinwood into North and South. In the 1960s and 1970s portions of Collinwood experienced racial turbulence as African Americans began to move in to historically white neighborhoods¹⁴. E. 152nd Street, the division between Wards 10 and 11, became a psychological dividing line with black neighborhoods to the west and white neighborhoods in South Collinwood to the east. In 1990 the racial breakdown in South Collinwood was 93% white and 6% black. The two census tracts adjoining South Collinwood just to the west of 152nd Street were 94% African American.

A major population shift occurred in the 1990s. The 2000 Census showed that African Americans now make up 61% of South Collin-

wood's population. North Collinwood also experienced a demographic shift in the 1990s, with the black population increasing from 24% in 1990 to 53% in 2000. In the two census tracts just west of South Collinwood the black population increased to 99% of the total.



Based on anecdotal evidence, the African-American population moving into South Collinwood includes families and seniors leaving more depressed areas of the city to make a better life for themselves. At the same time the white population is aging, with elderly residents on fixed incomes.



The new demographic picture in South Collinwood shows a lower income population. In 2001, an estimated 29% of South Collinwood's population had household incomes below \$15,000¹⁵. Lower income residents and seniors have unique needs that place increased demand on social services.

The number of rental units has held steady over the past 20 years, making up about 46% of housing in South Collinwood. The majority of the rental property is made up of two-family homes with one unit over the other, known as the "Cleveland Double." Two-family



Former Nottingham Tavern

Social Service Needs

Absentee Landlords



Two-family homes on Kipling Avenue

homes and rentals are more common in Collinwood Village, to the west, than in Nottingham Village, to the east. Residents noted that as aging seniors and other homeowners move out of the area, their property often ends up in the hands of absentee landlords. Absentee landlords are blamed for letting their properties deteriorate and not monitoring the activities of troublesome tenants.

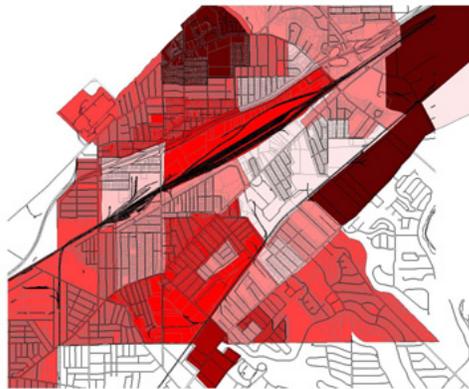


MEDIAN FAMILY INCOME

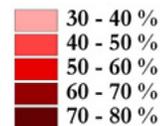


Outdated Housing Stock

There are few houses in Collinwood built after 1960. In the past 40 years, consumer housing preferences have changed. Many of Collinwood's older homes would benefit from extensive remodeling in order to meet the demands of today's market for air conditioning, attached garages, master suites, large kitchens, open floor plans and more than one bathroom. High-end housing and new townhome construction are housing types that are under-represented throughout Collinwood.



PERCENT RENTER - OCCUPIED



COMMUNITY INPUT

The UDC interviewed property owners, business and industry representatives, community leaders and community groups in order to identify common concerns and potential opportunities. A number of key issues emerged from these discussions.

Key Points: Residents and Community Leaders



R.J. Taylor Park

Key Points: Industrial and Commercial Representatives

- **Retail:** Residents would like more locations to shop and eat close to their homes. Residents desire more local retail, despite economic indications of a retail market which is close to saturation.
- **Image:** South Collinwood needs to promote a positive image and fight negative perceptions of the area. Local residents see the area as a nice place to live, but the deterioration of St. Clair Avenue gives visitors the perception that the area is unsafe.
- **Code enforcement:** More efficient code enforcement is needed to ensure that properties are maintained. Better code enforcement is needed for commercial, industrial, residential and abandoned properties.
- **Vacancies:** Vacant buildings and properties are eyesores and need to be rehabbed, removed, or redeveloped.
- **Recreation:** Additional and improved recreation facilities are needed for youth activities. Plans should be made for improvements to R.J. Taylor Park.
- **Identity:** Residents see the Nottingham area as distinct from Collinwood, with separate needs for investment and development.
- **Global economy:** Many of today's industries operate in a national and/or international distribution context. The existence of local suppliers or buyers is not an important factor for these industries.
- **Regional employee base:** Employees are drawn from a regional area and few live in the local neighborhood. However, convenience to work and short commute times are important for employees.
- **Local industrial impact on retail:** Local industrial development and retention has a significant impact on the success of local retail. The number of local jobs directly affects the viability of area restaurants.

- **Local neighborhood impact on industry and business:** The local quality of life and surrounding neighborhood atmosphere can have an effect on industrial and commercial locations. The degree of this impact varies, depending on such factors as the commitment of company leadership to the area, the need to entertain clients, existence of a cafeteria, and the distance of the site from a highway exit. The deteriorating quality of life in Collinwood has contributed to decisions made by industries to leave the area in the past.
- **Distribution Infrastructure:** For many industrial operations along St. Clair, trucking has replaced rail for distribution of industrial products. The truck traffic has the potential to impact local streets.
- **Merchant's Association:** St. Clair businesses do not have an organized affiliation, although some business owners know each other through CNVDC membership. Industrial leaders network through Eric-Net, which includes the greater Collinwood area.



Nottingham Hardware, St. Clair Avenue

OPPORTUNITIES

Leverage Existing and Planned Investments

Investments in the inner city are increasing but will continue to be limited. Each recent and proposed investment must be leveraged so that it can attract the maximum amount of additional private investment.

Five Points

Second Growth has targeted about 40 acres south of Five Points shopping center for remediation and redevelopment. It will clear several large industrial buildings on Ivanhoe Road and E. 152nd Street to create an industrial park which will attract jobs to the area. A commercial developer has expressed interest in part of the site, and recreation space and office development are also possible future uses for the remediated property. State and City contributions will fund the project.

Commercial Investment

- **185th Street / Tops**

Cleveland's largest retail district is the 185th St. corridor. It attracts continued investment and has a 7-10% vacancy rate. Tops supermarket is considering a new location on 185th Street.

- **Waterloo Business District**

Waterloo Business District is a historic commercial district in North Collinwood with a vacancy rate of 20-30%. It contains a few long standing businesses, and the renovated Beachland Ballroom which attracts national music acts.

Industrial Investment

- **Watertower Park**

The site of the Fisher Body Plant was remediated at a cost of \$30 million. The City of Cleveland selected Forest City Land Group to develop the site for industrial uses. The Cleveland Job Corps is building its campus on half of the site.

- **Eaton Axle**

Second Growth Institute remediated and developed the site of the former Eaton Axle Plant which had been vacant for 15 years. The site is now fully leased to industrial tenants, and employs over 200 people.

- **Cleveland Clinic**

The Cleveland Clinic spent more than \$20 million to adapt the former Parker Hanifan building for hospital support functions, employing 1,100 employees at the site on Euclid Avenue.

- **Collinwood Yards**

The Collinwood Yards brownfield was cleaned up with over \$1 million in State, County, and City funds. CSX invested \$12 million in a new intermodal facility on the site and Jergens moved into another portion of the site. About 17 acres of the site is still available and is being marketed by Osborne Developers¹⁶. Cuyahoga County has expressed interest in this site for a Justice Center.

Residential Investment

- **Beulah Beach Park**

Beulah Beach Park is a proposed single family home cluster development overlooking Lake Erie near E. 156th Street. The market-rate homes will be 2,200 to 2,400 square feet and sell for \$225,000 to \$300,000.

- **Water's Edge**

These townhouse condominiums are located near Wildwood Lakefront State Park, adjacent to Euclid Creek. The first phase sells for \$180,000 to \$200,000, and the second phase will sell for \$150,000 to \$160,000.

- **Cliffview Housing Development**

The Euclid-St. Clair CDC is developing this project to meet the need for homes for larger families. Located off Cliffview Road near the struggling Greenlight Shopping Center, the project will be developed in two phases. Phase I will include 29 single family homes of 2,200 to 2,400 square feet, to be sold at \$180,000 and up. Phase II will include smaller houses and townhomes.

- **Housing Target Area**

The Euclid-St. Clair CDC has identified the area between 149th Street and Galewood as a target area for rehabilitation of homes, infill development and home repairs. The target area is adjacent to Second Growth's Five Points redevelopment project.

Infrastructure Investment

The long awaited City improvements to St. Clair's roadway, curbs, sidewalks and traffic signals will give a boost to St. Clair Avenue's appearance. This work should be coordinated with landscape plans or streetscape designs which may be produced in later stages of the South Collinwood planning process. The design contract will be awarded at the end of 2003 and construction is scheduled to start in 2005.

Recreation Center

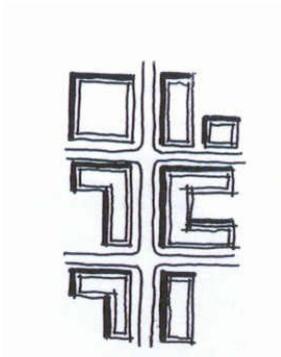
A new community recreation center, proposed to serve Wards 10 and 11, has been delayed while negotiations on the location of the site continue. Proposed sites for the recreation center include the abandoned K-Mart site on Lake Shore Boulevard in Ward 11 and as part of Second Growth's Five Points redevelopment project in Ward 10.

CONCEPTS

Mutually Supportive Assets

Collinwood's regional assets and investments can be strategically positioned so that they benefit from one another and build a momentum that maximizes private investment and creates new market demand.

Develop Five Points as Mixed Use Employment Center



Pedestrian-Friendly Building Pattern

Second Growth's Five Points Redevelopment Project should become the major mixed-use employment center in the greater Collinwood area. This development has the potential to have a significant positive impact on the surrounding neighborhoods. To maximize that potential, its character and configuration must be carefully designed.

- **Connect to Adjacent Neighborhoods**

The street pattern of the new development should extend beyond the project's boundaries and connect with existing neighborhood streets. This will allow the benefits of the new investments to ripple into the surrounding neighborhoods.

- **Mix It Up**

The project should include a mix of retail, light industrial, office, and residential uses. In order to become a safe and lively component of the surrounding neighborhoods, Five Points should be inhabited twenty-four hours a day. Mixing residences into the development will keep the area alive in the evening hours and allow for community policing. Commercial development should be positioned to target both daytime employees and neighborhood residents, as well as serving the larger area.



Fine-Grained Mix of Commercial and Residential Uses

- **Fine Grain of Uses**

Retail, light industrial, office, and residential uses should be finely mixed so that they are close to one another, rather than separated into distinct sectors. This arrangement will help make the development more of a pedestrian-friendly community. Today's industries are often less noxious neighbors than they used to be. There is a trend in industry toward smaller manufacturers that take up less space and produce less pollution¹⁷. As a result, industries can be mixed in close proximity to residences and commercial uses.

- **Provide Live/Work Opportunities**

Another workplace trend is the blurring of distinctions between home life and work life. Globalization promotes the twenty-four hour workplace. Advances in communication promote home offices. People who work at home, however, still desire the amenities of the workplace – office services, restaurants, places to meet, places to get a cup of coffee. There is a growing demand for new types of live/work buildings and environments.

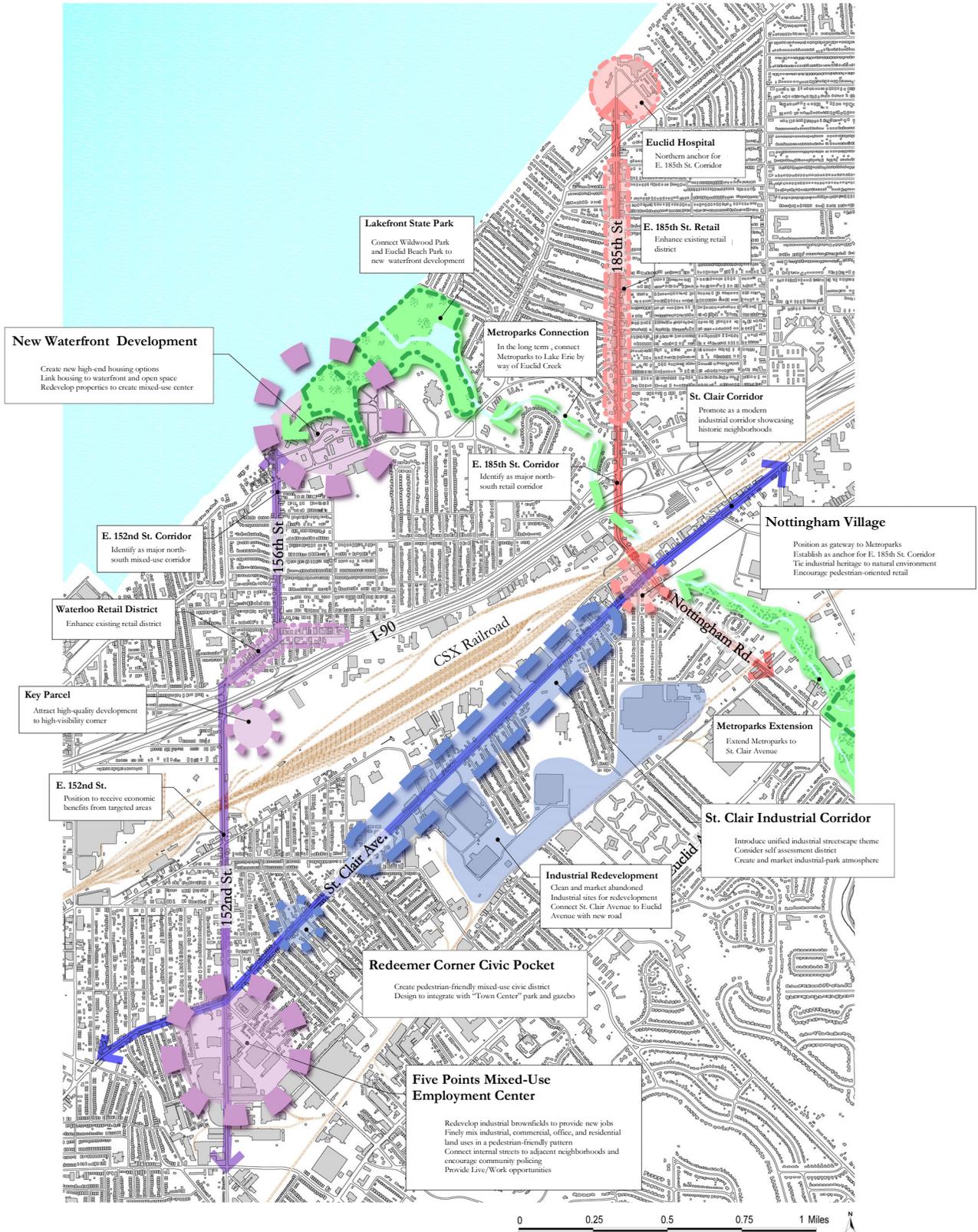
Develop North – South Commercial Corridors

Historically, St. Clair Avenue was a busy east-west commercial corridor. The completion of I-90 took traffic off local streets. In recent years the commercial nature of St. Clair Avenue has fragmented and declined. A cohesive commercial corridor connecting Collinwood Village and Nottingham Village is less feasible today. Instead, land use patterns and traffic flows indicate that Collinwood's commercial corridors should be oriented along north-south routes.

The 185th Street commercial corridor is one of the more successful commercial districts in the City of Cleveland. It begins at Euclid Hospital and runs south. The southern end of 185th Street passes under I-90 and turns into Nottingham Road in South Collinwood, where it intersects St. Clair Ave. at Nottingham Village. This is an opportunity to position Nottingham Village as the southern anchor to the 185th Street commercial corridor. Linking the identity of Nottingham Village with that of 185th Street will draw visitors to Nottingham Village.

The 152nd Street/156th Street corridor also has the potential to become a successful north-south commercial corridor. Five Points and Second Growth's redevelopment project is an ideal southern anchor for the corridor. Commercial investment should be directed to 152nd Street to capture customers driving north from East Cleveland and Cleveland Heights to I-90. Traffic heading north on 152nd Street is funneled down Waterloo Road and onto 156th Street, which ends at Lake Shore Boulevard in North Collinwood. Here, the lakefront should be developed as the northern anchor.

This northern end of the corridor has the potential to become a large redevelopment project. It contains several parcels of underutilized land, which, if assembled, would be very attractive to developers. The



Concepts: St. Clair Avenue Revitalization

Reinvent Nottingham Village as Metroparks Gateway



Nottingham Storefront, St. Clair Avenue

Develop East-West Industrial Park Corridor



Potential Gateway to Industrial Park Corridor

proximity to the lake and to the Wildwood Lakefront State Park makes this location attractive for high-end housing. A northern anchor of high-end housing would support commercial development in the north-south corridor and add to the range of housing offered in the Collinwood area, which would be a selling point for industries looking to locate at Five Points or other industrial parks in the area.

The Cuyahoga County Greenprint Plan calls for a unified corridor of green space to extend north along Euclid Creek from the Euclid Creek Reservation to the Wildwood Lakefront State Park. North of Nottingham Village much of this corridor is privately owned, and acquiring easements for public access could be difficult. South of Nottingham Village more of the corridor is on public property. Planning in conjunction with the Nottingham Filtration Plant, it may be feasible to extend Metroparks as far as St. Clair Avenue. Nottingham Village could then position itself as a gateway to the Metroparks system.

In the same way that the Canal Corridor ties its industrial heritage to the natural environment, Nottingham Village could highlight its industrial heritage as a complement to Metroparks. A small railroad museum and specialty retail shops could target Metroparks visitors. To use the terminology used by the Canal Heritage Corridor, Nottingham would become a Journey Gateway to the Metroparks system. A Journey Gateway is “an important node where corridor users feel a sense of arrival to a special resource, are provided information on experiencing the corridor, and may find interpretation and/or services associated with that experience”¹⁸.

If the north-south corridors are to become the focus of commercial activity in Collinwood, St. Clair Avenue needs a new identity. St. Clair has the opportunity to emerge as an industrial corridor, with a visual character based on the atmosphere of modern industrial parks. Extensive landscaping and moderate to large building setbacks would define this industrial district. There are already many industries along the street that would fit well into this pattern. There is an opportunity for these industries to organize to create a self-improvement district, with the purpose of promoting the new image of the corridor.

The Industrial Park Corridor should adopt an industrialized streetscape theme with unified streetscape elements. Streetscape improvements should be coordinated with the planned reconstruction of St. Clair Avenue. Improvements to the corridor will increase land values, which may lead to positive land-use changes.

Second Growth is interested in redeveloping key vacant industrial properties, along the corridor, including the Nottingham Business Campus and the TRW site. Opening up a north-south connection

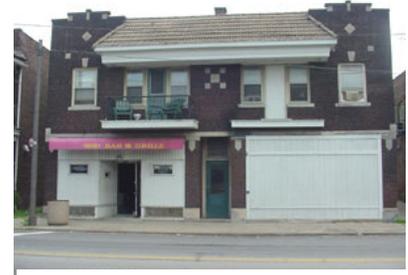
between Euclid Avenue and St. Clair Avenue would improve access to these properties.

Along St. Clair Avenue there is the potential for pockets of pedestrian-oriented development in strategic locations. Pedestrian-oriented development districts provide community gathering places and a sense of identity. They offer a mix of closely integrated residential and commercial uses. Auto-oriented commercial districts are less able to develop the sense of place offered by an intimate, walkable environment.

The UDC’s analysis of the St. Clair corridor identifies the most favorable locations for pockets of walkable civic and retail uses. Pedestrian-oriented development on St. Clair Avenue is most likely to succeed where there is a concentration of historic buildings in good condition, with very small setbacks from the road, storefronts that can be renovated, opportunities for apartments above storefronts, and available parking. Two potential pockets are apparent, one in Collinwood Village and one in Nottingham Village.

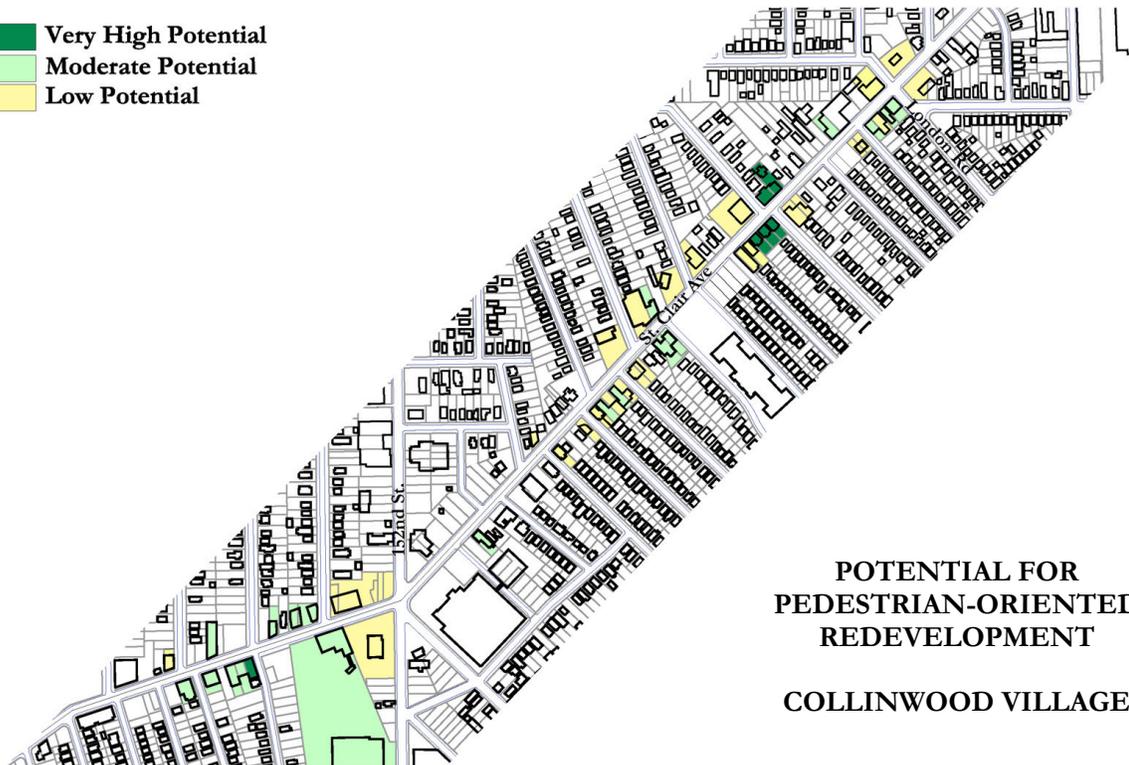
The intersection of St. Clair Avenue with Whitcomb Road is the most feasible location for a pedestrian-oriented development pocket in Collinwood Village. Redeemer on the Avenue is located near this intersection which might inspire a name like “Redeemer Corner.”

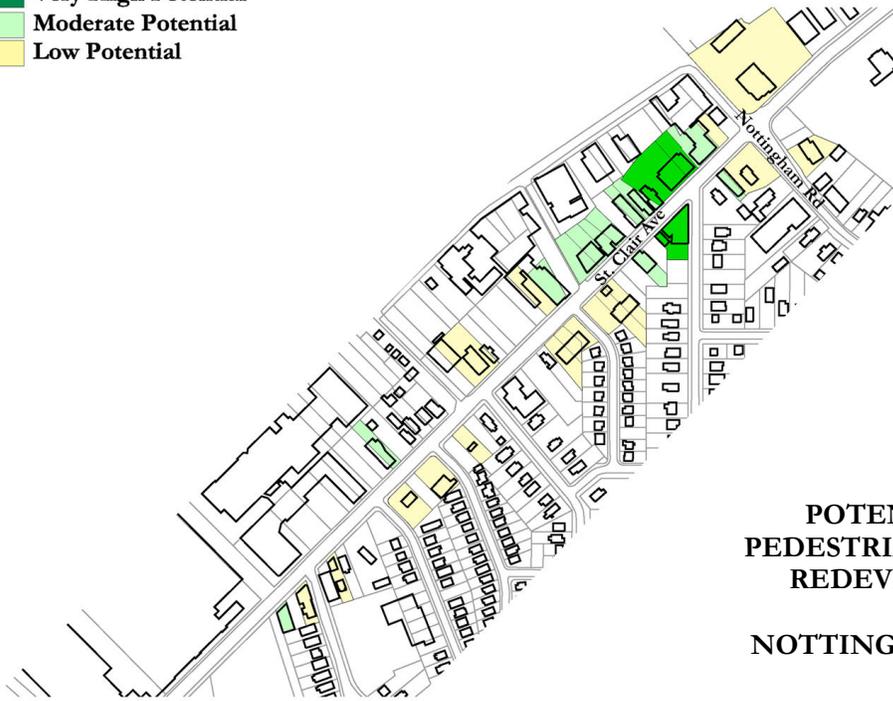
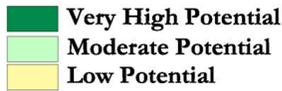
Create Pockets of Pedestrian-Oriented Development



Historic Building at “Redeemer Corner”

- Very High Potential
- Moderate Potential
- Low Potential





**POTENTIAL FOR
PEDESTRIAN-ORIENTED
REDEVELOPMENT
NOTTINGHAM VILLAGE**



Proposed Gazebo Site, St. Clair Avenue

This intersection is close to the proposed Town Center and gazebo site on the Holy Redeemer Senior Center property. A vacant parcel of land sits between the two, providing an opportunity for town-homes or ground floor retail and office space. The Whitcomb-St. Clair intersection could be connected with the Town Center site in one cohesive, walkable district which would serve as a “Main Street” for Collinwood Village. The Town Center itself could incorporate some mixed use development in its design. “Redeemer Corner” currently contains about 9,000 square feet of underutilized existing space that could be converted to new retail, civic or office uses. In Nottingham Village, the best site for a pedestrian-oriented development pocket begins at Nottingham Road and continues west to E. 186th Street. The proposed pedestrian pocket at Nottingham Village has about 14,000 square feet of vacant space with retail potential.

**Consolidate
Retail Zoning**

Retail development should be directed to specific locations through the use of zoning regulations. The existing zoning on St. Clair Avenue provides for much more commercial development than current market conditions support. Commercial uses are scattered along the entire corridor. CNVDC has already begun the work of rezoning to consolidate retail. Retail benefits from being in close proximity to other retail uses. Neighborhoods also benefit when retail is conveniently concentrated in a cohesive commercial or mixed-use district. Consolidating retail zoning is the key to implementing the industrial park corridor and pedestrian-oriented retail pocket concepts.

FUTURE DIRECTIONS

To develop a comprehensive vision for the future of the St. Clair Corridor, the concepts proposed above need to be refined into a detailed redevelopment approach. Within the CNVDC service area, the focus of future planning should be the St. Clair Industrial Corridor, the Nottingham Gateway, and the Redeemer Corner Civic Pocket. Continued public input on the design concepts will be essential. Once a detailed community vision is established, a comprehensive implementation strategy should be initiated.



Streetscape at "Redeemer Corner," St. Clair Avenue

ENDNOTES

¹GreatLakesCB, St. Clair Avenue Retail Analysis, 2002.

²Ibid, 2002.

³Bob Gibbons, personal interview, 2002.

⁴Encyclopedia of Cleveland History, <http://ech.cwru.edu>, 2002.

⁵Ibid, 2002.

⁶Urban Land Institute, “Collinwood Neighborhood: Retooling an Older Industrial Community,” 1996.

⁷Congress for the New Urbanism, www.cnu.org, 2002.

⁸Second Growth Institute, “The Five Points Initiative.”

⁹Encyclopedia of Cleveland History, <http://ech.cwru.edu>, 2002.

¹⁰Second Growth Institute, “The Five Points Initiative.”

¹¹Regional Online Brownfields Information Network, “Case Studies: Collinwood Yards,” www.glc.org/robin/cases/collinwood.html

¹²GreatLakesCB, St. Clair Avenue Retail Analysis, 2002.

¹³Cuyahoga County Planning Commission, “Northeast Ohio Regional Retail Analysis,” 2000.

¹⁴Encyclopedia of Cleveland History, <http://ech.cwru.edu>, 2002.

¹⁵Urban Land Institute, “Collinwood Neighborhood: Retooling an Older Industrial Community,” 1996.

¹⁶Collinwood Asset Plan.

¹⁷Puhalla, Elizabeth, “Cities that Work: Restructuring the Urban Past,” 2002.

¹⁸Ohio and Erie Canal Association, “National Heritage Corridor Management Plan,” June 2000.